

Executive Registry

64-5545

5 August 1964

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT : Analysis of Factors Involved in Central Intelligence Agency Planning

REFERENCES : (a) Memorandum for Deputy Director of Central Intelligence from Assistant for Coordination, dated 28 February 1964, Subject: Planning for National Emergency and Wartime Situations

(b) Memorandum for Executive Director-Comptroller from CIA Emergency Planning Officer, dated 18 June 1964, Subject: Analysis of Report Rendered by the Assistant for Coordination on Planning for National Emergency and Wartime Situations, dated 28 February 1964

1. This memorandum contains a discussion of the recommendation set forth in paragraph 5 of reference (a) cited above, which suggested the appointing of "a planning officer for the CIA, who, working at the level of the Deputy Director of Central Intelligence, would be charged with responsibility for supervising and coordinating the planning of the Agency as a whole to meet various emergency and wartime contingencies and for correlating such plans with those of other agencies as may be necessary." In paragraph 14 of my memorandum cited above as reference (b), I stated that I would prepare and submit to you a separate analysis of the various factors involved in that recommendation.

2. The Central Intelligence Agency has never had within its high command a general staff section addressed to the task of planning for future activities and missions of the Agency as a whole, as distinguished from the individual planning carried on autonomously within each of its major components. Three of the Agency's four deputy directorates are vested with substantive operational missions, and the fourth one is responsible for the support of the Agency and its activities in their entirety. Within each of the four deputy directorates there is an established planning element, but these elements function independently of each other, except that the planning office for the Deputy Director for Support must necessarily gear the planning of that component to the requirements generated by the other three. This, I believe, accounts for the present situation in which there seems to be no central repository or compendium containing a readily available listing of the present and future mission and functions of the Agency in its entirety.

3. In contemplating this situation, however, we should bear in mind that the missions and functions of the Deputy Directorates for Plans, for Intelligence, and for Science and Technology are so dissimilar in their internal workings that, for the most part, their ultimate results come together only in the broadest general area of national security. They do not mix to the extent that one homogenous planning office could serve all three. For this reason, I do not believe that this Agency should have a top echelon planning element comparable

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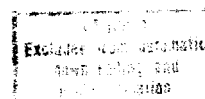
to that of the Deputy Chief of Staff for Military Operations of the Army, for example. Instead, I believe that the parochial nature of the mission and functions of the three substantive operational deputy directorates will be served best by keeping their respective planning elements right with them.

4. However, I do believe that there should be established in the Office of the Executive Director-Comptroller an official or a small unit which we might label a "plans control office", which would be addressed to continuing scrutiny and review of the plans and planning processes of all the deputy directorates. This would be a medium by which you could be cognizant of all Agency plans at all times without being burdened with or pulled down into the planning procedures themselves. Conversely, it would not pull the present planning activities up from their respective deputy directorates, with which the actual planning work must always be done.

5. With regard to that portion of the recommendation quoted above in paragraph 1 which concerns the correlating of Central Intelligence Agency plans with those of other agencies, I believe that the United States Intelligence Board is the best medium through which such correlation can be accomplished with the departments and agencies which comprise the intelligence community. Specifically, I believe that such matters should be handled by means of relationships established through Mr. Bross and his staff.

6. Turning now to the ultimate organizational situs of the endeavor in which I am engaged, emergency relocation planning and planning for continuity of function under emergency circumstances, I have developed some views over the years which I am setting forth below. This field of activity is one that extends clear across the board of this Agency, with equal application throughout. It transcends the limits of the assigned mission of any one of the deputy directorates. It must take into account the functions and requirements of all elements of the Agency and relate them to one centralized system which will serve all. It also must take into account the plans and planning of the Executive Branch of the Government as a whole, promulgated by the Director of the Office of Emergency Planning, by the National Security Council (in some instances), and by other elements of the Executive Office of the President, and adapt them internally to the specific and peculiar requirements of this Agency.

7. During the course of the processes described above, a considerable amount of dealings and negotiations are carried on with officials and organizations outside the Central Intelligence Agency. This, in turn, requires that I sit on a number of standing or ad hoc Government-wide committees and boards which are concerned with keeping the Government in business in time of emergency, both enemy-inspired or, in certain instances, resultant from hazards created by the natural elements. In so doing, I must, at all times, remain cognizant of and be prepared to safeguard the Central Intelligence Agency viewpoint in matters which arise. The term "planning" is, to a great extent, a misnomer when applied to my activities. It is more correct to say that the scope of the work goes beyond abstract planning and embraces the setting up and continuing scrutiny of systems and mechanisms for invoking emergency procedures when necessary.



8. After considerable thought and study on the matter based on experience and observation over the years, I have come to the conclusion that this activity is specialized in nature to the extent that it could not be mixed too satisfactorily with substantive functional planning, or war planning, which is addressed to the detailed fulfillment of the specific operational requirements entailed in the carrying out of the great variety of the substantive functions of the Agency's mission. Emergency relocation planning, on the other hand, is addressed to the task of ensuring that adequate systems, procedures, and facilities are available at all times to enable the Agency to carry out its mission under any and all circumstances of emergency, and to function thereby as an integral part of the whole Government under such conditions.

9. Experience of the past few months has demonstrated to me quite clearly that the interest and understanding which you have shown in the whole field of emergency relocation planning have been of immeasurable benefit in bringing home to all corners the importance of this activity to the Agency. I am convinced, therefore, that the future interests of emergency relocation planning would be served best by establishing the activity in the Office of the Executive Director-Comptroller on a level with and comparable to (but independent of) the "plans control office" which was suggested above in paragraph 4 for review of the plans and planning processes developed by the deputy directorates in carrying out their respective missions.

10. I would recommend respectfully that the suggestions made and the views expressed hereinabove be taken into consideration in the making of decisions concerning the fixing of planning responsibilities in the Central Intelligence Agency.

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[Redacted Signature]
CIA Emergency Planning Officer

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